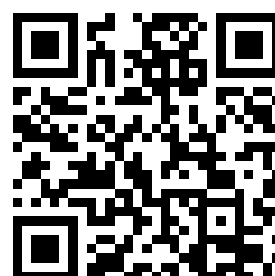

This is a reproduction of a library book that was digitized by Google as part of an ongoing effort to preserve the information in books and make it universally accessible.

GoogleTM books

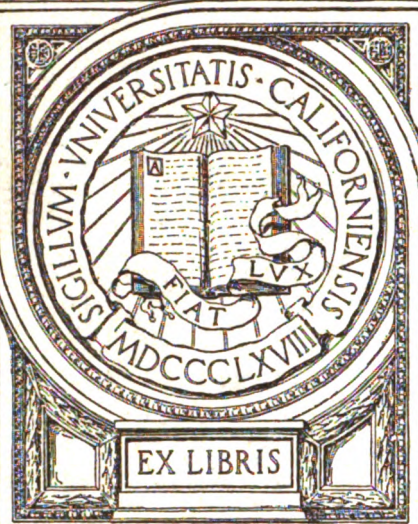
<https://books.google.com>



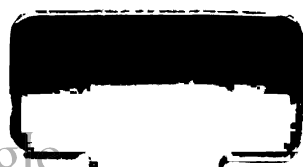
D
638
G7A3



GIFT OF



EX LIBRIS



1914
Gt. Brit. Government committee on

THE PREVENTION AND RELIEF OF DISTRESS.

MEMORANDUM

ON THE

STEPS TAKEN FOR THE PREVENTION AND RELIEF OF DISTRESS DUE TO THE WAR.

Presented to both Houses of Parliament by Command of His Majesty.



OFFICE OF
STATIONERY

LONDON:
PRINTED UNDER THE AUTHORITY OF HIS MAJESTY'S STATIONERY OFFICE
BY HARRISON AND SONS, 45-47, ST. MARTIN'S LANE, W.C.,
PRINTERS IN ORDINARY TO HIS MAJESTY.

To be purchased, either directly or through any Bookseller, from
WYMAN AND SONS, LTD., 29, BREAMS BUILDINGS, FETTER LANE, E.C., and
28, ABINGDON STREET, S.W., and 54, ST. MARY STREET, CARDIFF; or
H.M. STATIONERY OFFICE (SCOTTISH BRANCH), 23, FORTH STREET, EDINBURGH; or
E. PONSONBY, LTD., 116, GRAFTON STREET, DUBLIN;
or from the Agencies in the British Colonies and Dependencies,
the United States of America, the Continent of Europe and Abroad of
T. FISHER UNWIN, LONDON, W.C.

1914.

[Cd. 7603.] Price 5½d.

TIGS
C7A3

NO. 1011
AUGUST 10

MEMORANDUM ON THE STEPS TAKEN FOR THE
PREVENTION AND RELIEF OF DISTRESS
DUE TO THE WAR.

I.—GOVERNMENT COMMITTEE ON THE PREVENTION AND RELIEF
OF DISTRESS.

The Government Committee was appointed by the Prime Minister on the 4th August to advise on the measures necessary to deal with any distress that may arise in consequence of the war. The Committee consisted, in the first instance, of the following members :—

The Right Hon. HERBERT SAMUEL, M.P., President of the Local Government Board (Chairman).
The Right Hon. A. BIRRELL, M.P.
The Right Hon. T. MCKINNON WOOD, M.P.
The Right Hon. C. F. G. MASTERMAN, M.P.
The Right Hon. J. A. PEASE, M.P.
The Right Hon. JOHN BURNS, M.P.
The Right Hon. WALTER H. LONG, M.P.
The Right Hon. J. HERBERT LEWIS, M.P.
Mr. RAMSAY MACDONALD, M.P.
Mr. WEDGWOOD BENN, M.P.

Sir GEORGE MURRAY, G.C.B., and Mrs. H. J. TENNANT were subsequently added to the Committee.

The following Sub-Committees have been appointed by the President of the Local Government Board, as Chairman of the Government Committee, to assist that Committee in its work.

Committee for London.—The Right Hon. John Burns, M.P. (Chairman); the Right Hon. C. F. G. Masterman; the Chairman of the London County Council; the Lord Mayor of London; the Chairman of the Port of London Authority; the Chairman of the Central (Unemployed) Body for London; the Right Hon. W. H. Dickinson, M.P.; Captain H. M. Jessel, M.P.; Mr. Harry Gosling; Mrs. Sidney Webb, and Miss Adler. In the absence of the Chairman of the London County Council, Sir J. W. Benn and Mr. Cyril Jackson represent the Council.

Committee for Agricultural Districts.—The Right Hon. Walter Long, M.P. (Chairman); Sir Harry Verney, M.P.; Sir Howard Frank; the Hon. Eustace Fiennes, M.P.; Mr. C. Bathurst, M.P.; Mr. Vaughan Nash; Mr. Trustram Eve, and Mr. E. J. Cheney.

Committee on Urban Housing.—The Right Hon. Herbert Samuel, M.P. (Chairman); Lord Robert Cecil, M.P.; Sir Tudor Walters, M.P.; Mr. Cecil Harmsworth, M.P.; Mr. Henry Vivian; Mr. Sidney Webb; Mr. N. T. Kershaw; Mr. J. A. E. Dickinson; Mr. O. E. Niemeyer (Treasury); Sir Robert Fox (Town Clerk of Leeds), representing the Municipal Corporations' Association; Mr. W. T. Postlethwaite (Clerk to the Swinton and Pendlebury District Council), representing the Urban District Councils' Association, and Mr. Fred Knee, of the London Trades Council.

Central Committee on Women's Employment.—The Marchioness of Crewe (Chairman); Mrs. H. J. Tennant (Hon. Treasurer); Miss Mary R. Macarthur (Hon. Secretary); Lady Askwith; Miss Margaret G. Bondfield; Mrs. Austen Chamberlain; Mrs. Gasson; Miss R. E. Lawrence; Miss Susan Lawrence, L.C.C.; Miss Violet Markham; Viscountess Midleton; the Hon. Lily Montagu and Dr. Marion Phillips.

The Central Committee will be assisted in its work by official and commercial advisers.

The officials include Miss Anderson (H.M. Principal Lady Inspector of Factories); Miss Clapham (Head, Women's Department, Labour Exchanges); Miss Durham (L.C.C. Technical Training Organiser); Miss Mona Wilson (H.M. Insurance Commission); Sir George Askwith and Sir Claud Schuster. The Commercial Advisers will include well-known representatives of industry.

II.—FORMATION, POWERS, AND DUTIES OF LOCAL REPRESENTATIVE COMMITTEES.

On the 6th August the Lord Mayors, Mayors of Metropolitan Borough Councils, and other Boroughs, Chairmen of County Councils, and Chairmen of Urban District Councils were invited to take immediate steps to form Local Representative Committees to deal with the prevention and relief of distress due to the war. It was suggested that a local committee should be formed by the Chairman or Mayor in every County, and in every Borough and Urban District whose population exceeded 20,000, the Mayor or Chairman acting as Chairman of the committee.

As regards the composition of the Committees, it was stated that each Committee should comprise representatives of the Local Authorities, including the Board of Guardians, of the Distress Committee, if any, of the Trade Unions, and of Philanthropic Organisations, in particular the Soldiers' and Sailors' Families' Association, who since the outbreak of the war have been dealing with the immediate needs of the families of men on service.

Attention was at the same time drawn to the importance of securing the services of women as members of the Committees.

The circular of the 6th August, on the formation of Local Representative Committees, is reprinted in Appendix 1 (p. 11), below.

On the 8th August, the Chairmen of the Committees were asked to forward information as soon as possible as to the constitution of the Committees, and a form was sent to them on which to indicate the representation given to various interests in the locality.

The powers and duties of the Local Representative Committees, and the methods which they may employ for the prevention of distress, and for giving assistance in suitable cases if need should arise, are contained in the circular reprinted in Appendix 2 (p. 12) below. The primary duty of the Committees is to survey the existing conditions of employment in the locality, and to consider means of preventing, and, if necessary, relieving, distress.

The Committees were warned that it would be necessary for them to set up a complete register of assistance, to enable them to discriminate between applicants for assistance and to avoid overlapping. The nature of the suggested register is set out in the circulars reprinted in Appendix 2 and Appendix 4.

On the 11th, 17th, 18th, and 20th August, the Government Committee issued Memoranda for the guidance of Local Representative Committees. These Memoranda, which are reprinted in Appendices 3, 4, and 5 (p. 16), below, emphasise the importance of seeing that workpeople, so far as possible, are continued in employment at their usual trades, at full time, where such an arrangement can be made, and otherwise on short time. The Local Committees are urged to use every effort to keep labour in the normal channels: where the demands of the normal labour market are inadequate the Committees are advised to consult the local authorities as to the possibility of expediting schemes of public utility, which might otherwise not be put in hand at the present moment: it is only when these fail that recourse should be had to relief works, and only in the last resort that relief should be given without work. The Memorandum of the 20th August indicates the necessary limits within which the Committees will find it possible to give such relief, and it is clearly stated that in all probability the demands upon the funds available will be such as to make it impossible to do more than to provide relief upon the minimum scale.

This Memorandum also emphasises the importance of securing that each Committee will act upon definite principles upon which relief is to be given, and draws attention to the desirability of entrusting this branch of the Committee's work to a special sub-Committee or sub-Committees, composed of members of the Local Committee with particular experience in the relief of distress.

III.—SUPPLY OF INFORMATION.

The Intelligence Department of the Local Government Board, whose formation was announced by the President in the House of Commons on the 18th June, has been expanded and strengthened to meet the present emergency, and is being assisted in its work by two Committees, one of which advises the Department generally on the collection and preparation of information, while the other collects and prepares for the Intelligence Department information as to industrial conditions in London. The membership of these Committees is as follows :—

Intelligence Advisory Committee.—Mr. B. Seeböhm Rowntree (Chairman); Mr. A. D. Steel-Maitland, M.P.; Mr. Bernard Mallet, C.B., Registrar-General; Miss Mary R. Macarthur; Mr. V. de M. Alexandre, Inland Revenue Department; Mr. A. W. Basham, Labour Exchanges Department, Board of Trade; Mr. I. G. Gibbon, Local Government Board, and Mr. G. T. Reid, Trade Boards Office, Board of Trade.

London Intelligence Committee.—Mr. Cyril Jackson (Chairman); Mr. Allan Baker, M.P.; Mr. C. W. Bowerman, M.P.; Mr. Bernard Mallet, C.B.; Professor Bowley; Miss Bruce; Mrs. Drake; Miss Gardner; Mr. Layton; Mr. Maynard; Rev. J. C. Pringle; Mr. Reiss; Mr. Sidney Webb, and Mr. Heath (Hon. Sec.).

Information as to the state of trade in all parts of England and Wales is continuously being received by the Intelligence Department from official sources, such as the Labour Exchanges and Unemployment Insurance Department and the Statistical Department of the Board of Trade, the returns of pauperism prepared by the Local Government Board, the figures of the sale of National Health Insurance stamps obtained by the Insurance Commissioners through the General Post Office, and the figures as to the feeding of school children furnished to the Board of Education. In addition, reports are received from persons with special knowledge of industrial conditions in various districts who have offered their services as local correspondents, from Clerks to Local Committees and to Boards of Guardians, from Philanthropic and Charitable Associations and from Trade Unions and various trading bodies. A circular dealing with this subject is printed in Appendix 6 (p. 27), below.

IV.—THE PREVENTION OF DISTRESS.

It will be seen that the Government Committee have throughout made it their primary object to suggest means of preventing distress rather than to encourage the immediate provision of relief. The steps which they have taken to this end have been rendered possible by the co-operation of Government Departments, and by the response which has been received from private employers and from individuals to the suggestions made either by the Government Committee itself, or by other Government Departments.

The following paragraphs indicate briefly the action taken by the various Departments within their respective spheres to secure the prevention of distress so far as their powers extend.

Local Government Board.—The Board have communicated with the Central (Unemployed) Body for London, and with all the Distress Committees established under the Unemployed Workmen Act, 1905, and with the Clerks to Councils in all areas with Distress Committees, urging that consideration should be given in advance to the question of what schemes of work could be set up in the locality in the event of a serious lack of employment arising. These circulars are reprinted in Appendix 7 (p. 28), below.

The Board have also drawn the attention of Town Councils and District Councils to their powers under the Housing (No. 2) Act, 1914, which enables the Treasury to issue sums up to a total maximum of four million pounds for the purpose of meeting expenditure under the Act. The circular issued by the Local Government Board on this subject, with the concurrence of the Committee on Urban Housing, is reprinted in Appendix 8 (p. 33), below.

On the initiative of the Government Committee, Local Authorities have been urged to continue in the normal way all works already in progress, to proceed with all works for which provision has been already made in their estimates, and to consider whether it is not possible in case of need to expedite other schemes of work, and thus to absorb a considerable amount of labour.

The Local Government Board have also reminded Local Authorities of their power to fill temporarily the situations of all men who have been called out for service, and Local Committees have also been informed that the expenses incidental to their work may be defrayed out of local rates. The memorandum issued to Local Authorities on the question of temporarily filling vacancies of their staff is reprinted in Appendix 9 (p. 35), below.

It has been stated above that the Government Committee consider it essential that Boards of Guardians should be represented on the Local Committees. It is intended that the Guardians should continue to deal with all persons who have been in the habit of receiving Poor Law Relief. The Guardians can therefore assist Local Committees by supplying them with lists of all persons who are in receipt of out-door relief. It is further probable that in many localities the Guardians will be in possession of a complete register of persons in receipt of any form of Poor Law or charitable aid, and they will be in a position, by co-operating with Local Committees, to give help of great value in securing that any assistance given by the Committees is given to those persons who most need it.

The circular addressed to Clerks to Guardians by the Board on the 10th August is reprinted in Appendix 10 (page 36), below.

Board of Trade.—The organisation of Labour Exchanges set up by the Board of Trade enables action to be taken throughout the country for preventing the occurrence of distress by the engagement and distribution of workpeople displaced from industries where unemployment is present, for employment in other industries and localities where a scarcity of labour exists. The attention of Local Representative Committees has been specially drawn to the importance of refraining from setting up any organisation in the nature of a Labour Exchange for supplying men to employers in localities where the Board of Trade Labour Exchanges are already established.

The Committees have also been urged to co-operate as closely as possible with any Labour Exchange or other agency in their area to which applicants for assistance, for whom suitable work in their own or another locality may be available, can be referred.

In addition, Committees have been asked to avail themselves as far as possible of figures obtained from the registers at Labour Exchanges in order to ascertain the fluctuations of employment in the locality. The Board of Trade are in possession of much information from this source, and from the details available to them of the state of employment among workmen insured against unemployment under Part II. of the National Insurance Act, 1911. They are also obtaining special returns from a very large number of individual manufacturers in regard to the condition of business in particular firms.

Public Works.—The Government Committee have been able to obtain the assistance of the Road Board, the Development Commission, and the Light Railway Commission, in expediting the preparation of schemes for road improvement, the construction of light railways, and of all suitable development works for adoption in districts where an exceptional amount of unemployment prevails or is anticipated.

Government Contracts.—A number of representations have been received by the Government Committee in regard to the placing of Government contracts, and the question of making payments for work done under Government contracts at an earlier date after the completion of the work, and at shorter intervals than has been customary.

The Committee have been in communication with the principal spending departments, and with their concurrence the following arrangements have been made.

As regards interim payments, made before the completion of contracts, the War Office are willing, where the contractor so desires, to make these payments at fortnightly

instead of monthly intervals, the Admiralty have arranged for weekly payments on their overseers' certificates, and the Office of Works for fortnightly or weekly payments when desired. The War Office have decided to make interim payments on building contracts on a higher scale than heretofore.

The Office of Works are prepared to reduce the value of work to be done before advances on account are made, if contractors desire it.

The General Post Office and the Office of Works have decided to expedite the payment of all accounts received, and particularly, in cases where the payment of an account might ordinarily have been delayed on account of a dispute as to one or more items, to settle at once so much of the account as is not the subject of dispute.

It is hoped that local authorities and other public bodies will be able to make similar arrangements in order to assist contractors in carrying on their business.

As regards the spreading of contracts, the Government Committee have been assisted by the co-operation of the War Office and the Admiralty, who have issued public notices, urging that their contractors should, so far as possible, secure rapid delivery of goods by employing extra hands, in shifts or otherwise, in preference to working overtime, and announcing special concessions in regard to the sub-letting of portions of contracts to other suitable firms in districts where serious unemployment exists.

Special care is being taken to secure that where any part of a contract is sub-let, the responsibility for the proper execution of the contract shall rest upon the main contractor, and that the provisions of the Fair Wages Clause are strictly observed by the firms to whom sub-letting is permitted.

Feeding of School Children.—The Board of Education have issued a circular dealing fully with the powers of Local Education Authorities to provide meals for children attending Public Elementary Schools, and with the possibility of extending to other children the provision of meals, in case of necessity, in co-operation with the Local Representative Committee. This circular is reprinted in Appendix 11 (p. 38) below. The circular includes a number of Tables of Meals, which are not reprinted, but can be obtained on application to the Board of Education.

V.—THE RELIEF OF DISTRESS.

A National Relief Fund has been formed, in response to an appeal by H.R.H. the Prince of Wales, for the relief of distress due to the war. The Fund is available for the relief of distress both among the dependants of men on active service, and among the civil population. The administration of the Fund is in the hands of an Executive Committee appointed by the Prince of Wales, after consultation with the Prime Minister, which consists of the following members :—

Mr. Wedgwood Benn, M.P. (Chairman); the Duke of Devonshire; the Countess of Kerry; Mr. A. J. Balfour, M.P.; Mr. Walter Long, M.P.; Mr. A. Birrell, M.P.; Mr. W. Hayes Fisher, M.P.; Mr. C. F. G. Masterman; Mr. T. McKinnon Wood, M.P.; Sir George Murray; Sir George Riddell; Mr. A. Henderson, M.P.; Miss Mary Macarthur; Mrs. McKenna; Miss Violet Markham.

In making grants for the relief of distress among the civil population, the Executive Committee will act only on the recommendation of the Government Committee on the Prevention and Relief of Distress, with whom the sole responsibility for the distribution therefore rests. Extracts from the Minutes of the Executive Committee indicating (1) the principles upon which they propose to act in regard to the distribution of the National Relief Fund, and (2) the conditions on which they are prepared to recognise Local Funds, are reprinted in Appendix 12 (p. 42) below.

In the case of Scotland, an Advisory Committee has been appointed which will act as the channel for the distribution of whatever grants are made from the Fund to necessitous areas in Scotland. The same principles in the administration of the Fund are observed in all parts of the United Kingdom.

A. *Distress among Families of Men on Service.*

The general position in regard to the maintenance of the wives or other dependants of soldiers and sailors under the arrangements made by the Admiralty and the War Office is as follows :—

Army.—Married men already serving in the Regular Army at the date of mobilisation may be either “on the married establishment” or may be married without leave (“off the strength”). For the period of the war these are being treated

alike as regards Separation Allowance, Allotments of Pay and Pension ; so also are all married soldiers who have come up specially from civil occupations, *i.e.*, Reservists, Special Reservists, Territorial Soldiers, and specially enlisted men.

The families of all men married before 14th August, 1914, draw Separation Allowance. In addition, the soldier is compelled to make an allotment from his pay.

In the case of men who were employed by any Government Department (including Postal Servants) prior to mobilization, and who have been called out as Reservists or members of the Territorial Force, the Government will make additional grants to bring up the total receipts to at least the pay of the men in their civil capacity.

Navy.—No special allowances are granted direct from Naval funds to the families of men of His Majesty's Navy. The latter are in receipt of good wages, from which they are expected to provide for their families, and it is the experience of the Admiralty that in the great majority of cases due provision is made by the men. This is done either by the men themselves forwarding money direct to their dependants, or by their using the Admiralty systems of allotments and remittances.

As regards allotments, arrangements are made by the Admiralty whereby the amount allotted is paid automatically on the last day of each month through local Post Offices without any further action on the part of the allotter. The maximum amount which a man can allot is two-thirds of his monthly pay, or within 15s. of his monthly pay, whichever is the greater. The allotment method is the safest and most regular means by which men can provide for their dependants, and every encouragement is being offered to induce men to adopt this method.

Arrangements are also made whereby the man hands over to the Paymaster from time to time such sums of money as he wishes to send home to his relatives, and on receipt of the necessary information the Admiralty takes steps to pay the money immediately to the nominee of the remitter. These remittances are, as a rule, forwarded at the beginning of each month, and differ from allotments in that the former may vary in amount, and are often forwarded at irregular intervals.

The Admiralty has no legal power to make compulsory deductions from men's pay for the support of families, but in the comparatively small number of cases which are brought to the notice of the Admiralty effort is made by the Commanding Officers of ships to induce the men to make due provision, and it is found that unless there are very strong reasons for a man's refusal the representation is generally successful.

Where for any reason the sums payable to the dependants of soldiers or sailors have failed to reach them, or where the amount which they receive is inadequate for their necessities, assistance may be obtained from other sources. A memorandum (P.R.D. 10) issued to Local Representative Committees on this subject is reprinted in Appendix 13 (p. 44) below.

The ordinary channel for affording assistance to the families of sailors and soldiers, including Reservists and Territorials, is the local branch of the Soldiers' and Sailors' Families Association, the head office of which is at 23, Queen Anne's Gate, Westminster, London, S.W.

In those Local Representative Committee areas in which no effective branch of the Soldiers' and Sailors' Families Association exists at present, the Committee deal with naval and military cases, until they are notified that a branch of the Association has been established.

In those areas in which the Soldiers' and Sailors' Families Association has effective branches, they are provided with funds from the head office of the Association. Grants which have been made to the Local Representative Committee from the National Relief Fund direct are not drawn upon by the local branches of the Soldiers' and Sailors' Families Association. In certain areas, however, independent local funds have been established, which are administered by the Local Representative Committee in co-operation with the National Relief Fund. In areas in which independent funds exist, the local branches of the Soldiers' and Sailors' Families Association draw upon the local funds and do not receive simultaneous grants from the head office of the Association.

In addition, assistance is available for the dependants of men killed on service from the Royal Patriotic Fund, 17, Waterloo Place, S.W.

The attention of the Government Committee was drawn to the fact that owing to the organisation for the payment of allowances not being complete in all places at the time of mobilization, and to the fact that in some cases there was no time for the men to make allotments, in a certain number of instances the dependants of men who had been called up were compelled by their immediate needs to ask for relief from the Poor Law. It is believed that the steps taken by the Soldiers' and Sailors' Families Association and by the Local Representative Committees have prevented the occurrence of further cases of this kind. In order that the families who have been assisted from this source should not be regarded as having received Poor Law Relief, a grant has been made from the National Relief Fund to enable the sums paid to these families to be repaid to the Boards of Guardians. As soon as the repayment of the relief granted has been made, the names of the recipients, and all entries showing that they have received Poor Law Relief, will be struck out of the records of the Guardians, and the recipients will be informed that they may regard themselves as having received this assistance from the National Relief Fund and not from the Poor Law. The circulars (P.R.D. 8 and 9) issued on this subject are reprinted in Appendix 14 (p. 45), below.

B. Distress among Civilians.

As stated above, the Executive Committee of the National Relief Fund will only make grants for the relief of distress among the civil population on the recommendation of the Government Committee. Applications for grants for the relief of civil distress are sent to the Government Committee at the Offices of the Local Government Board, and are submitted on a prescribed form showing particulars of the industrial situation in the locality concerned. The forms used for the first application by a Local Representative Committee and for any subsequent applications for a grant, are reprinted in Appendix 15 (p. 47), below.

VI.—INSPECTORS.

With a view to establishing a closer relation between the Government Committee and the Local Representative Committees, it has been found desirable to employ the services of Inspectors, each of whom will act as an intermediary between the Government Committee and a limited number of Local Representative Committees.

The duties of these Inspectors are described in the circular (P.R.D. 12) which is reprinted in Appendix 16 (p. 52), below.

VII.—SCOTLAND AND IRELAND.

Circulars and Memoranda similar to those reprinted in the Appendices have been issued in Scotland by the Scottish Advisory Committee, and in Ireland by the Local Government Board for Ireland.

APPENDICES.

1. Formation of Local Representative Committees : Circular (P.R.D. 1) to Chairmen of County Councils, Lord Mayors, Mayors, and Chairmen of Urban District Councils, 6th August.

2. Formation and Powers and Duties of Local Representative Committees : Circular (P.R.D. 2) enclosing Form R.F. 2, 8th August.

3. Circular Letter to Mayors of Metropolitan Borough Councils, 11th August.

4. Powers and Duties of Local Representative Committees : Circular (P.R.D. 4) to Chairman of Committees, 17th August.

Circular (P.R.D. 5) to Mayors of Metropolitan Borough Councils, 18th August.
Enclosure, now under revision, not reprinted.

5. Prevention and Relief of Distress : Memorandum (P.R.D. 7) for the guidance of Local Representative Committees, 20th August.

6. Circular as to Supply of Information.

7. Circulars issued by the Local Government Board to the Central (Unemployed) Body for London, Metropolitan Borough Councils, Distress Committees, and Councils for Areas with Distress Committees, 3rd and 4th August.

8. Circulars issued by the Local Government Board to Town and District Councils, as to the Housing (No. 2) Act, 1914, 21st August.

9. Memorandum issued by the Local Government Board to Local Authorities, 21st August, as to situations of men called out for Service.

10. Circular issued by the Local Government Board to Boards of Guardians, 10th August, as to co-operation with Local Representative Committees.

11. Circular issued by the Board of Education as to School Feeding.

12. Extracts from Minutes of the Executive Committee of the National Relief Fund as to (1) principles of distribution, and (2) Local Funds.

13. Memorandum (P.R.D. 10) on Assistance to the Families of Soldiers and Sailors, 1st September.

14. Circulars (P.R.D. 8 and 9) issued by the Local Government Board to Boards of Guardians, 21st and 29th August, as to Poor Relief granted to Families of Soldiers and Sailors.

15. Forms of Application for grants from the National Relief Fund.

16. Circular (P.R.D. 12) as to Inspectors.

APPENDIX 1.

P.R.D. 1.

*Local Government Board,
Whitehall, S.W., August 6, 1914.*

Sir,

I AM directed by the Local Government Board to inform you that the Government have constituted a Committee, of which the President is acting as Chairman, to advise on the measures necessary to deal with any distress that may arise in consequence of the war.

In the opinion of this Committee it is desirable that there should be formed throughout the country representative local Committees, whose function it will be to consider the needs of the localities and co-ordinate the distribution of such relief as may be required.

It is proposed that there should be a local Committee in each Borough and Urban District whose population exceeds 20,000 and in each County exclusive of those areas.

Mr. Herbert Samuel feels sure that he can count on your assistance, and he accordingly desires me to invite you to take immediate steps to establish such a Committee, of which you will be the Chairman. The Committee should comprise representatives of the local authorities, including the Boards of Guardians, of the Distress Committee, if any, of the Trade Unions, and of philanthropic organisations, such as the Soldiers and Sailors' Families Association. It is important that some of the members should be women. In many of the larger towns, and in county areas, it will probably be found desirable to work through subsidiary local committees.

By circulars which have been already addressed by the Local Government Board to the Councils of areas within which Distress Committees are in existence, the suggestion has been made that schemes should be prepared in advance, which would be put into execution in the event of a serious lack of employment arising. Local authorities generally can mitigate the results of the dislocation of industry by expediting schemes of public works upon which surplus labour can be utilised, and the Local Government Board will be happy to facilitate any such schemes.

In addition, in districts where there is an exceptional amount of unemployment, the Road Board will be able to afford financial assistance to plans of road improvement, and the Development Commissioners will also be ready to aid suitable schemes within the scope of their powers.

A national relief fund is about to be organised, and it is intended that the local distribution of the sums thus made available shall be entrusted to the Committees, over which the Mayors and Chairmen of Councils will preside.

Further communication will be made to you with reference to this fund, and also with regard to the work of the Committee generally.

I am, Sir,

Your obedient Servant,
H. C. MONRO,
Secretary.

The Chairman of the County Council,
The Lord Mayor,
The Mayor,
or
The Chairman of the Urban District Council.

APPENDIX 2.

*Local Government Board, Whitehall, S.W.,
August 8, 1914.*

Sir,

I AM directed by the Local Government Board to refer to the Circular which they addressed to you on the 6th instant with regard to the formation of a Local Representative Committee for dealing with any distress which may arise in consequence of the war, and to state that they will feel obliged if you will forward to them as soon as possible particulars on the enclosed form of the constitution of the Committee.

The Cabinet Committee on the Prevention and Relief of Distress have had under consideration questions relating to the organisation of the work and the procedure of the local Committee, and I am directed to acquaint you with their views in regard to these matters.

The primary duty of the Committee will be to survey the existing conditions of employment in the locality, and to consider what measures might be adopted with a view to preventing distress through lack of employment and alleviating such distress should it unhappily occur.

It is in the highest degree desirable that employers should do all in their power to avert the sudden closing of works, and also that temporary appointments should be made to fill all vacancies caused by the mobilisation of His Majesty's forces.

The Committee, including as it will representatives of Local Authorities, public bodies, and philanthropic agencies, will comprise amongst its members persons who are intimately acquainted with local industrial conditions, as well as those who have experience in matters such as those with which the Committee will be called upon to deal. It will thus be well equipped for forming an accurate estimate of the situation and for concerting measures for the prevention and mitigation of distress. If any of the local industries show signs of failing, the Committee should at once inform the Local Government Board, who will bring the matter before the Cabinet Committee.

In the event of distress becoming acute, the Committee will be responsible for the co-ordination of all relief agencies in the locality, whether official or voluntary, as well as for the distribution of grants made from the National Fund. For this purpose it will be necessary that the Committee should have a register of assistance.

The Board are addressing a communication to the Guardians requesting them to provide the Committee with a list of the persons in receipt of poor relief. If the Distress Committee have opened a register, a copy of this should be made available. The Committee itself should also keep a register of the persons who receive assistance from the National Fund.

It is suggested that the register should be kept on a rough card index system, possibly with reference to areas or streets.

The object of the register is to enable the Committee readily to discriminate between applicants for assistance and to avoid overlapping.

It is not intended that the organisation of the Local Committee should be utilised by persons who have been for a continuous period in receipt of relief, and such persons should be referred back to the Guardians.

With regard to other applicants, it is highly desirable that any relief afforded should take the form of work for wages when it is possible to provide work. In this connection the Local Authority will, of course, continue to push on all works already in progress, and it is hoped that in many cases they will be able to expedite other schemes of public work and thus absorb a considerable amount of labour. In other cases the Distress Committee in co-operation with the Local Authority will probably be able to initiate schemes of work by which provision could be made for the more deserving and necessitous cases. Such schemes will be aided by grants made by the Board out of the money provided by Parliament for the purposes of the Unemployed Workmen Act. In areas where there are no distress committees similar schemes of work can, it is hoped, be devised which can also be aided by the Local Government Board out of public funds.

The Local Education Authority will have received from the Board of Education a circular with respect to the exercise of the powers for the feeding of school-children conferred by the Act which has just been passed by Parliament, and the Committee will, of course, take this into consideration.

The National Fund will be available for, and generally speaking should be restricted to, those cases which for various reasons cannot be dealt with by any of the methods of assistance above indicated. It may be mentioned that the work of the National Relief Fund will be closely co-ordinated with that of the Cabinet Committee.

The Board have no doubt that the Clerk to the Local Authority would be willing to give the Committee the benefit of his experience and advice, and, if so desired, to place his staff at their disposal. They direct me to add that they understand that many offers of help have been made by various persons and organisations, including women's associations, and the Committee will probably desire to avail themselves of such assistance if necessary.

I am,
Sir,
Your obedient servant,
H. C. MONRO,
Secretary.

*The Chairman of the County Council,
The Lord Mayor,
The Mayor,
or
The Chairman of the Urban District Council*

CONSTITUTION OF COMMITTEE.

..... County.
..... Borough.
..... Urban District.

<i>Description of Member.</i>				<i>Name.</i>
Mayor or Chairman of Council	-	-	-
Aldermen and Councillors	-	-	-
Representatives of:—				
Distress Committee	-	-	-
Boards of Guardians	-	-	-
Local Education Authority	-	-	-
Other Local Authorities	-	-	-
Insurance Committee	-	-	-

Form 2. R.F.

Representatives of :—		<i>Name.</i>
Employers of Labour	- - -
Trade Unions	- - - -
Special Women's Organisations	- -
Soldiers' and Sailors' Families' Association	- - - - -
Other Philanthropic Agencies	- -
Any other Members	- - - -
TOTAL		-
Number of Women on Committee		- -

APPENDIX 3.

LETTER TO LONDON MAYORS.

Local Government Board, Whitehall, S.W.,

11th August, 1914.

Sir,

I am directed by the Local Government Board to advert to their letter of the 8th instant, with reference to the formation of a Local Representative Committee in each of the Metropolitan Boroughs for dealing with any distress which may arise in consequence of the War.

The Cabinet Committee on the Prevention and Relief of Distress have constituted a Sub-Committee for London whose main functions will be to co-ordinate and assist the work of the various local Representative Committees presided over by the Mayors of the several Metropolitan Boroughs. The London Committee consists of the Right Hon. John Burns, M.P. (Chairman), the Right Hon. C. F. G. Masterman, the Lord Mayor, the Chairman of the London County Council, the Chairman of the Central (Unemployed) Body for London, Lord Devonport (Chairman of the Port of London Authority), the Right Hon. W. H. Dickinson, M.P., Captain Jessell, M.P., Mr. Harry Gosling, Mrs. Sidney Webb, and Miss Adler. In the absence of the Chairman of the London County Council, Sir J. W. Benn, Bart., and Mr. Cyril Jackson will represent the Council.

This Committee held their first meeting to-day, and I am directed to invite your attention to the following points which the Board agree with the Committee are of much importance.

The Board consider it essential, in order to prevent overlapping between various funds, that all funds which may be locally raised for the relief of distress should in the first instance be merged in the fund of which His Royal Highness the Prince of Wales is Treasurer. This is a National Fund, and will be distributed after consultation and in co-operation with the Cabinet Committee. As the Fund will therefore be available for the relief of distress in any area where such distress may arise, it is hoped that if the fact that the Fund is a national one is widely known persons may not be attracted to London and other large centres of population. In this connection it seems to be desirable that the local Committees should endeavour so far as practicable to confine the assistance which they may afford to the persons ordinarily resident in their areas. As you are no doubt aware, one of the qualifications for assistance under the Unemployed Workmen Act, 1905, is twelve months' residence. At the same time the Board think it important that no such requirements should be allowed to interfere with the due mobility of labour, and that therefore it would be unwise to impose any such condition in connection with ordinary works as distinguished from relief works.

As pointed out in the Board's Circular Letter of the 8th instant, the primary duty of the Committee is to survey the existing conditions of employment in the Borough and to consider what measures may be adopted with a view to the prevention of distress, and they should accordingly take steps to make themselves acquainted with the conditions of trade and industry and other circumstances especially affecting their area.

The Committee will probably have brought to their notice the claims of the wives and families of soldiers and sailors who have been called to active service. The Committee will, it is hoped, comprise a representative of the Soldiers' and Sailors' Families Association, and I am to enclose for the information of the Committee a copy of a Memorandum which has been issued by the Admiralty. A copy of a similar Memorandum issued by the War Office will be forwarded to you, if possible, to-morrow. Any applications for immediate help for the dependents of these men should be referred to the local representative of the Soldiers' and Sailors' Families Association or if a local representative has not yet been appointed they should be referred to the Central Offices of the Association 23, Queen Anne's Gate, S.W.

The Board desire me to add that, while it is desirable that the Committee should make their arrangements as complete as possible and consider, in consultation with the London County Council, the Central (Unemployed) Body for London, and other Authorities, what schemes should be prepared for dealing with exceptional distress should it unfortunately arise, it is important that relief works should not be opened or recourse had to the distribution of relief funds until other means of dealing with distress have proved to be inadequate.

I am to add that the Board would offer no objection to the establishment and incidental expenses of the Committees in the Metropolitan Boroughs being de'rayed out of the General Rate, but as pointed out in the last paragraph of the Board's letter of the 8th instant the Committees will no doubt be able to avail themselves to a large extent of the assistance of voluntary workers.

A further communication as to the work of the Committee will be addressed to you in due course.

I am, Sir,

Your obedient Servant,

(Signed) H. C. MONRO,
Secretary.

The Mayor.

APPENDIX 4.

CIRCULAR.

P.R.D. 4.

CHAIRMEN OF COMMITTEES.

*Local Government Board, Whitehall, S.W.,
August 17, 1914.*

Sir,

I AM directed by the Local Government Board to advert to their Circular letters of the 6th and 8th instant with reference to the functions of the Local Representative Committees which are dealing with any distress which may arise in consequence of the war.

The Board consider it important, in order to prevent overlapping between various funds, that all funds which may be locally raised for the relief of distress should, in the first instance, be merged in the National Relief Fund. This Fund will be available for the relief of distress in any area where such distress may arise, and it is hoped that, if the fact that the Fund is a national one is widely known, persons may not be attracted to the larger centres of population. The local Committees should endeavour so far as practicable to confine the assistance which they may afford to the persons ordinarily resident in their areas; but it is important that no such restriction should be allowed to interfere with the due mobility of labour.

As pointed out in the Board's Circular letter of the 8th instant, the primary duty of the Committee is to survey the existing conditions of employment in the locality and to consider what measures may be adopted with a view to the prevention of distress, and the Cabinet Committee desire the Board to impress upon your Committee the importance of their directing their attention in the first instance to establishing an organisation for this purpose. They should accordingly take steps to make themselves acquainted with the conditions of trade and industry and other circumstances especially affecting their area, with a view to adjusting such difficulties as may arise in consequence of any dislocation of trade. The Committee will no doubt find that some of these difficulties can be removed by local action. In others, the intervention of a Government Department may be useful, and I am to enclose for your information a leaflet showing the various Cabinet Committees, Public Departments, and other organisations who are now dealing with matters of this kind.

As the Committee are aware, they are responsible for the co-ordination of all relief agencies in the locality, whether official or voluntary, as well as the distribution of the grant made from the National Fund, and as pointed out in the Local Government Board's Circular letter of the 8th August it will be necessary for this purpose that the Committee should have a complete register of assistance. The object of the register is to enable the Committee to avoid overlapping and to ascertain the relative needs of the applicants. The Board think that there should be one central register of assistance for the area for which the Committee or Sub-Committee acts, the central register comprising:—

1. Persons in receipt of poor relief.
2. Persons registered by the Distress Committee, if any.
3. Persons dealt with by the Soldiers' and Sailors' Families Association.
4. All other applicants to the Committee for assistance.

It is recommended that this register should be kept on a card index system, and that the different classes enumerated above should be kept in separate groups.

It will be necessary for the Committee in determining the question of assistance to be given in any case to have regard to all the circumstances of the applicant, and for this purpose they should ascertain —

The ordinary occupation of the applicant ;
 Dependants ;
 In the case of insured persons, the Approved Society to which applicant belongs and number in that Society, or if a Deposit Contributor his number ;
 Whether registered at Labour Exchange ;
 Any special qualification or experience for any class of work ;
 Date and place of last employment ; and
 Any source of income.

In particular, they should have on record any sickness or disablement benefit, meals given to school children, unemployment benefit, half-pay or other assistance from employer, or aid from charitable funds. It will, of course, be desirable to obtain this information in a manner which will not appear unduly inquisitorial to the applicant.

The Committee should not itself set up anything in the nature of a Labour Exchange for supplying men to employers in localities where the Board of Trade Labour Exchanges are established.

It is suggested that cards of different colours should be used for men, women, and for Army or Navy cases.* A model form of card accompanies this memorandum. The particulars in the first part of the front of the card should be obtained from the applicant himself. With regard to the part of the card dealing with sources of income, it is suggested that some, if not all, of the particulars may with advantage be obtained from Approved Societies, local education authorities, and other bodies concerned. The manner in which the case has been dealt with and the dates will be recorded on the back of the card.

While it is desirable that the Committee should make their arrangements as complete as possible and consider, in consultation with the Local Authorities and other bodies, what schemes should be prepared for dealing with exceptional distress, should it unfortunately arise, it is important that relief works should not be opened or recourse had to the distribution of relief funds until other means of dealing with distress have proved to be inadequate.

The Board hope that the local authorities within the area of the Committee will realise the importance in the national interest, with a view to maintaining the volume of employment, of proceeding steadily and continuously with the ordinary public works for which provision has already been made in their estimates.

Arrangements have been made whereby the Road Board will be notified by the Local Government Board of any districts in which it is desirable that special provision should be made for road work being set in motion in excess of the ordinary work of road maintenance and improvement, and the Road Board are prepared to make grants in those districts towards excess expenditure on general work of road improvement. Invitations for applications for grants will be issued by the Road Board as soon as selected districts have been notified to them. On receipt of such a notification the Road Board will communicate with the road authority of the area concerned.

* The colours for men and women might conveniently be the same as those used by the Insurance Committees, viz., white for men and blue for women. The cards for the Army and Navy cases should be red.

I am to add that the Board would offer no objection to the establishment and incidental expenses of the Committee being defrayed out of local rates, but as pointed out in the last paragraph of the Board's letter of the 8th instant, the Committees will no doubt be able to avail themselves to a large extent of the assistance of voluntary workers.

I am,
 Sir,
 Your obedient Servant,
 H. C. MONRO,
Secretary.

The Chairman of the County Council,
The Lord Mayor,
The Mayor,
or
The Chairman of the Urban District Council.

(Front of Card.)

AREA OF COMMITTEE OR SUB-COMMITTEE.

Surname.....

Christian Name..... Age.....

Full Address

Married or Single.....

Dependants (Ages of Children to be stated)

.....

.....

.....

.....

Ordinary Occupation

Date and place of last employment.....

Special qualifications or experience }
for any other class of work ... }

Sources of family income besides }
applicant's own wages ... }

Whether insured :

(a.) Unemployment..... (b.) Health.....

(Insert book number.)

Name of Approved Society and }
number in the Society, or, }
if Deposit Contributor, }
number ... }

Whether registered at Labour Exchange and }
date of last registration or renewal ... }

Sources of Present Income.

Sickness or disablement benefit.....

Unemployment benefit.....

Half-pay or other assistance from employers.....

Children receiving meals provided by Local Education Authority

Aid from charitable funds.....

Other sources.....

(Back of Card.)

Date.	How Case has been dealt with.

CIRCULAR.

P.R.D. 5

MAYORS OF METROPOLITAN
BOROUGH COUNCILS.

*Local Government Board, Whitehall, S.W.,
August 18, 1914.*

Sir,

I AM directed by the Local Government Board to advert to their Circular letter of the 11th instant, with reference to the functions of the Local Representative Committee which has been set up in the Metropolitan Borough for dealing with any distress which may arise in consequence of the war.

The Cabinet Committee desire the Board again to impress upon your Committee the importance of their directing their attention in the first instance to measures for the prevention of distress, and to the removal where practicable of such difficulties as may arise in consequence of any dislocation of trade. The Committee will no doubt find that some of these difficulties can be removed by local action. In others, the intervention of a Government Department may be useful, and I am to enclose for your information a leaflet showing the various Cabinet Committees, Public Departments, and other organisations who are now dealing with matters of this kind.

As the Committee are aware, they are responsible for the co-ordination of all relief agencies in the locality, whether official or voluntary, as well as the distribution of the grant made from the National Fund, and as pointed out in the Local Government Board's Circular letter of the 8th August it will be necessary for this purpose that the Committee should have a complete register of assistance. The object of the register is to enable the Committee to avoid overlapping, and to ascertain the relative needs of the applicants. The Board think that there should be one central register of assistance for the area for which the Committee or Sub-Committee acts, the central register comprising:—

1. Persons in receipt of poor relief.
2. Persons registered by the Distress Committee, if any.
3. Persons dealt with by the Soldiers' and Sailors' Families Association.
4. All other applicants to the Committee for assistance.

It is recommended that this register should be kept on a card index system, and that the different classes enumerated above should be kept in separate groups.

It will be necessary for the Committee in determining the question of assistance to be given in any case to have regard to all the circumstances of the applicant, and for this purpose they should ascertain—

The ordinary occupation of the applicant;
Dependants;

In the case of insured persons, the Approved Society to which applicant belongs and number in that Society, or if a Deposit Contributor his number;

Whether registered at Labour Exchange;

Any special qualification or experience for any class of work;

Date and place of last employment; and

Any source of income.

In particular, they should have on record any sickness or disablement benefit, meals given to school children, unemployment benefit, half-pay or other assistance from employer, or aid from charitable funds. It will, of course, be desirable to obtain this information in a manner which will not appear unduly inquisitorial to the applicant.

The Committee should not itself set up anything in the nature of a Labour Exchange for supplying men to employers in localities where the Board of Trade Labour Exchanges are established.

It is suggested that cards of different colours should be used for men, women, and for Army or Navy cases,* that they should be of stock size, and be printed locally. A model form of card accompanies this memorandum. The particulars in the first part of the front of the card should be obtained from the applicant himself. With regard to the part of the card dealing with sources of income, it is suggested that some, if not all, of the particulars, may with advantage be obtained from Approved Societies, local education authorities, and other bodies concerned. The manner in which the case has been dealt with and the dates will be recorded on the back of the card.

The Board understand that in a few Metropolitan Boroughs cards have already been printed which do not contain the particulars that are required by the Cabinet Committee and by the Executive Committee of the National Relief Fund. The utmost importance is attached to the cards in use throughout London being uniform, and it is therefore hoped that the use of any cards which do not conform to the model will be discontinued.

While it is desirable that the Committee should make their arrangements as complete as possible, and consider, in consultation with the local authorities and other bodies, what schemes should be prepared for dealing with exceptional distress, should it unfortunately arise, it is important that relief works should not be opened or recourse had to the distribution of relief funds until other means of dealing with distress have proved to be inadequate.

The Board hope that the local authorities will realise the importance in the national interest, with a view to maintaining the volume of employment, of proceeding steadily and continuously with the ordinary public works for which provision has already been made in their estimates.

Arrangements have been made whereby the Road Board will be notified by the Local Government Board of any areas in which it is desirable that special provision should be made for road work being set in motion in excess of the ordinary work of road maintenance and improvement, and the Road Board are prepared to make grants and loans to cover excess expenditure on general work of road improvement in London. Invitations for applications for grants and loans will be issued by the Road Board as soon as selected districts have been notified to them. On receipt of such a notification the Road Board will communicate with the road authority of the area concerned.

I am,
Sir,
Your obedient Servant,
H. C. MONRO,
Secretary.

The Mayor.

* The colours for men and women might conveniently be the same as those used by the Insurance Committees, viz., white for men and blue for women. The cards for the Army and Navy cases should be red.

(Front of Card.)

AREA OF COMMITTEE OR SUB-COMMITTEE.

Surname.....

Christian Name..... Age.....

Full Address

Married or Single.....

Dependants (Ages of Children to be stated)

.....

.....

.....

.....

Ordinary Occupation

Date and place of last employment.....

Special qualifications or experience }
for any other class of work ... }Sources of family income besides }
applicant's own wages ... }

Whether insured :

(a.) Unemployment..... (b.) Health.....
(Insert book number.)Name of Approved Society and }
number in the Society, or, }
if Deposit Contributor, }
number }Whether registered at Labour Exchange and }
date of last registration or renewal ... }

Sources of Present Income.

Sickness or disablement benefit.....

Unemployment benefit.....

Half-pay or other assistance from employers.....

Children receiving meals provided by Local Education Authority

Aid from charitable funds.....

Other sources.....

(Back of Card.)

Date.	How Case has been dealt with.

APPENDIX 5.

MEMORANDUM FOR THE GUIDANCE OF THE LOCAL COMMITTEES
FOR THE PREVENTION AND RELIEF OF DISTRESS.

1. THE National organisation that has been set up for the purpose of dealing with any distress which may arise in consequence of the war is not intended to deal with cases of ordinary poverty. While it may not always be possible to discriminate between ordinary distress and distress caused by the war, it is not intended that the local committees which have been constituted should supersede the Poor Law authorities.

2. The Committee is entrusted with the duty of co-ordinating all relief agencies in the locality with a view both to preventing overlapping and to seeing that cases which require assistance are not overlooked.

3. It is essential for these purposes that a register should be kept on the lines laid down in the Board's circular letter of the 17th August (P.R.D. 4).

4. Obviously the best way to provide for persons thrown out of their usual employment as a result of the war is to provide them with some other work for wages. Wherever possible, such work should be work which is normally required to be taken in hand either by public authorities or private employers. It is only when these fail that recourse should be had to relief works. Accordingly the Committee should co-operate as closely as possible with any Board of Trade Labour Exchange or other agency in its area to which any applicant for assistance for whom suitable work either in his own locality or elsewhere may be available could be referred. The Labour Exchanges have been instructed to co-operate with the Committees in regard to this matter, and will be prepared to take any steps desired to invite notification of vacancies from employers.

5. The Committee will have the advantage of including among its members persons who are well acquainted with the conditions of industry in their area, and, as pointed out in previous circulars, it is one of the first duties of the Committee to make themselves acquainted with the conditions of local trade and industry.

6. For this purpose the Committee should, so far as possible, use the existing agencies, such as the Labour Exchanges (in respect of the conditions of employment) and the Poor Law authorities (in respect of pauperism), and should make further inquiries of their own only in so far as it is found to be necessary to supplement this information. The Labour Exchanges have been instructed to give such general information as is in their possession as to the state of employment.

7. Where the demands of the normal labour market are inadequate the Committee should consult the local authorities as to the possibility of expediting schemes of public utility, which might otherwise not be put in hand at the present moment.

8. Whatever work is undertaken by local authorities, whether it be normal work or expedited work, it should in all possible cases be performed in the ordinary way by men specially suited to that particular class of work and selected as such in the ordinary labour market, rather than by men selected from the register of applicants to the Committee. The men engaged should be required to conform to the ordinary standards of competence in that class of work, and should of course be paid wages in the ordinary way.

9. Under the Unemployed Workmen Act, 1905, Distress Committees are empowered to provide or contribute to the provision of work for unemployed persons, and in areas where such a Distress Committee has been set up, able-bodied men out of employment, for whom no work can be found through a Labour Exchange, should be

referred to that Committee. Work so provided would, in suitable cases, be aided out of the Parliamentary grant for the purposes of the Unemployed Workmen Act.

10. Where relief works are provided, each man should only be employed a certain number of days per week.

11. So far as possible applicants for assistance should be offered work which they can perform efficiently, and no assistance from the Relief Fund should be offered to any person for whom suitable work is available.

12. Single men who are physically fit and within the prescribed ages for enlistment in the army, navy, or territorial forces should not ordinarily receive assistance from the local Committee until other applicants have been provided for.

13. Relief without work should only be given when no other means of assistance are available, and so far as it may prove necessary in the last resort to provide relief without work, it must be recognised that the demands upon the funds available will in all probability be such as to make it impossible to do more than to provide relief upon a minimum scale.

14. In cases in which it is necessary to give relief it is essential that the principles upon which such relief shall be given shall be definitely laid down by the Committee in order that persons in similar circumstances may receive similar treatment.

15. For this branch of their work the Committee will doubtless find it desirable to appoint a special sub-committee or sub-committees composed of members who are specially experienced in the relief of distress.

16. In determining the allowance to be made the Committee should take into consideration all the sources of income at present available for the household. As suggested in the circular letter of the 17th August, they should take steps to ascertain whether the applicant or any members of his family are in receipt of sickness, disablement, or unemployment benefit, whether they are receiving half-pay or any assistance from their employers or are on part-time employment, whether the children are receiving meals provided by the education authority, and whether they are receiving aid from charitable funds or any other sources.

17. So far as practicable, allowances should be made not in money, but by way of food tickets on local shops or stores. These tickets should be given to the women rather than to the men.

LOCAL GOVERNMENT BOARD,

20th August, 1914.

APPENDIX 6.

GOVERNMENT COMMITTEE ON THE PREVENTION AND RELIEF OF DISTRESS.

Local Government Board, Whitehall, S.W.,

4th September, 1914.

Sir,

The Government Committee on the Prevention and Relief of Distress arising out of the War are desirous of being kept continuously informed of local conditions throughout the country. In order to avoid overlapping of inquiries, it is essential that the various Authorities concerned should work in close co-operation, and a scheme on the following lines has been framed with this end in view.

1. A local correspondent will be chosen by the Intelligence Department of the Local Government Board who will furnish them with periodical reports as to the extent of any unemployment or distress in the district. The Intelligence Department would be glad to consider the names of any persons who, in the opinion of the Local Committee, would be qualified to act in this capacity. It will be necessary that the person selected should be accustomed to statistics and thoroughly familiar with local industrial and social conditions. The preparation of the required reports will need considerable investigation, and it will therefore be necessary that the person selected as the local correspondent should have sufficient time to undertake the work or be in a position to command the services of others for the purpose.

2. The information collected by the local correspondent will be at the disposal of the Local Committee and no doubt, conversely, he could utilise for his report any information received by them.

3. The information as to local conditions of employment which is available at the Labour Exchanges will be fully utilised, and, where there is a Labour Exchange, the reports will be prepared by the local correspondent after consultation with the manager. The Board of Trade are willing that the managers should give every possible assistance in this direction.

4. The Board of Trade are obtaining monthly reports from employers as to the number of persons employed by them. These returns will be tabulated by the Board of Trade and the tabulated results for each district will be sent to the Local Committee, in a form which will not disclose the information given confidentially to the Board of Trade with regard to particular firms.

The scheme outlined appears to the Government Committee to afford the best means of securing that the information collected will be complete and comprehensive and that at the same time employers will not be irritated by unnecessary duplication of inquiries. The Government Committee are anxious that the scheme should be brought into operation immediately, and they will accordingly be glad to receive at the earliest possible date, any suggestions which your Committee may desire to make as to persons qualified and willing to act as local correspondents.

I am, Sir,

Your obedient Servant,

A. V. SYMONDS,

Secretary to the Committee.

*The Secretary of the
Local Representative Committee.*

APPENDIX 7.

Circular.

METROPOLITAN
BOROUGH COUNCILS.

*Local Government Board, Whitehall, S.W.,
August 3, 1914.*

UNEMPLOYMENT AND DISTRESS.

Sir,

I AM directed by the Local Government Board to enclose, for the information of the Metropolitan Borough Council, two copies of a letter which they have addressed to the Central (Unemployed) Body for London urging upon them the need for considering in advance what schemes of work could be set on foot in the event of a serious lack of employment taking place.

The letter suggests that the Central (Unemployed) Body should put themselves in communication with various bodies, including the Metropolitan Borough Councils, and the Board are confident that the Council will do all in their power to assist in the framing of any practicable schemes. It will obviously be advantageous if schemes can provisionally be thought out before the need arises for putting them into operation.

I am,

Sir,

Your obedient Servant,

H. C. MONRO,

Secretary.

The Clerk to the Council.

*Local Government Board, Whitehall, S.W.,
August 4, 1914.*

Sir,

THE outbreak of war upon the Continent of Europe may involve a considerable dislocation of trade in this country, and, in consequence, there may be a serious lack of employment in certain industries.

In the circumstances, I am directed by the Local Government Board to urge upon the Central (Unemployed) Body for London the immediate need for considering what schemes of work could in the event of such an emergency arising be set on foot which might afford employment for men temporarily displaced.

The Board are aware that the Central Body have had considerable experience in this matter, and they have no doubt that the Central Body will at once place themselves in communication with the London County Council, the Metropolitan Borough Councils, and other bodies who may be in a position to assist by providing schemes of work. The Board will be glad to learn at an early date what proposals the Central Body have in view.

Grants will be made by the Board in aid of suitable schemes on principles similar to those upon which payments have heretofore been made from the grant under the Unemployed Workmen Act.

I am,

Sir,

Your obedient Servant,

H. C. MONRO,

Secretary.

The Clerk to the Central
(Unemployed) Body for London

Circular.

TOWN COUNCILS AND URBAN
DISTRICT COUNCILS
OF AREAS WITH DISTRESS
COMMITTEES.

*Local Government Board, Whitehall, S.W.,
4th August, 1914.*

Sir,

I AM directed by the Local Government Board to enclose, for the information of the Council, two copies of a letter which they have addressed to the Distress Committee urging upon them the need for considering in advance what schemes of work could be set on foot in the event of a serious lack of employment taking place.

The letter suggests that the Distress Committee should put themselves in communication with the Council, and the Board are confident that the Council will do all in their power to assist in the framing of any practicable schemes. It will obviously be very advantageous if schemes can provisionally be thought out before the need arises for putting them into operation.

I am,
Sir,
Your obedient Servant,
H. C. MONRO,
Secretary.

The Clerk to the Council.

Circular.

DISTRESS COMMITTEES.

*Local Government Board, Whitehall, S.W.,
August 4, 1914.*

Sir,

THE outbreak of war upon the Continent of Europe may involve a considerable dislocation of trade in this country, and in consequence there may be a serious lack of employment in certain industries.

In the circumstances, I am directed by the Local Government Board to urge upon the Distress Committee the immediate need for considering what schemes of work could in the event of such an emergency arising be set on foot which might afford employment for men temporarily displaced.

Under Section 1 (5) of the Unemployed Workmen Act, 1905, the Distress Committee are empowered to provide or contribute towards the provision of temporary work for the unemployed. The Distress Committee should accordingly endeavour to make plans in advance for dealing with the situation if it should arise, and in particular they should put themselves into communication with the Town Council, who will no doubt be willing to co-operate with the Distress Committee in the matter.

The Distress Committee will not hesitate to open their registers as soon as any unusual distress from lack of employment shows itself, but in the meantime I am to request that they will give the foregoing considerations their immediate attention as a matter of urgency, and the Board will be glad to learn at an early date what proposals the Committee have in view.

Grants will be made by the Board in aid of suitable schemes on principles similar to those upon which payments have heretofore been made from the Grant under the Unemployed Workmen Act.

A copy of this communication is being sent to the Town Council.

I am,
Sir,
Your obedient Servant,

H. C. MONRO,
Secretary.

The Clerk to the
Distress Committee.

CIRCULAR.

DISTRESS COMMITTEES.

*Local Government Board, Whitehall, S. W.,
August 4, 1914.*

Sir,

THE outbreak of war upon the Continent of Europe may involve a considerable dislocation of trade in this country, and in consequence there may be a serious lack of employment in certain industries.

In the circumstances, I am directed by the Local Government Board to urge upon the Distress Committee the immediate need for considering what schemes of work could in the event of such an emergency arising be set on foot which might afford employment for men temporarily displaced.

Under Section 1 (5) of the Unemployed Workmen Act, 1905, the Distress Committee are empowered to provide or contribute towards the provision of temporary work for the unemployed. The Distress Committee should accordingly endeavour to make plans in advance for dealing with the situation if it should arise, and in particular they should put themselves into communication with the Urban District Council, who will no doubt be willing to co-operate with the Distress Committee in the matter.

The Distress Committee will not hesitate to open their registers as soon as any unusual distress from lack of employment shows itself, but in the meantime I am to request that they will give the foregoing considerations their immediate attention as a matter of urgency, and the Board will be glad to learn at an early date what proposals the Committee have in view.

Grants will be made by the Board in aid of suitable schemes on principles similar to those upon which payments have heretofore been made from the Grant under the Unemployed Workmen Act.

A copy of this communication is being sent to the Urban District Council.

I am,
Sir,
Your obedient Servant,

H. C. MONRO,
Secretary.

The Clerk to the
Distress Committee.

APPENDIX 8.

CIRCULAR.

TOWN COUNCILS.

DISTRICT COUNCILS.

HOUSING (No. 2) ACT, 1914.

Local Government Board, Whitehall, S.W.,
21st August, 1914.

Sir,

I am directed by the President of the Local Government Board to transmit to you the accompanying copy of the Housing (No. 2) Act of this Session. By this Act the Board of Agriculture and Fisheries in respect of agricultural districts and the Local Government Board elsewhere are authorised with the approval of the Treasury to make any arrangements with local authorities or authorised societies for the provision, maintenance, improvement and management of dwellings and gardens and other works or buildings for or for the convenience of persons belonging to the working classes.

By the same Act the Treasury are empowered to issue sums not exceeding in the aggregate £4,000,000 for the purpose of meeting capital expenditure under the Act.

It is the intention of His Majesty's Government that such sums as may be made available under the Act shall be utilised for the joint purposes of providing and improving housing accommodation for the working classes and of preventing or mitigating unemployment in the building trades.

The Treasury will be prepared, so far as circumstances may permit, to consider advances to local authorities of money for approved schemes of building which would meet the above objects at the rate at which His Majesty's Government may be able to borrow. A public announcement upon this point will be made later. Any advances made under the Act will be repayable within the respective periods allowed by the Board under Part III. of the Housing of the Working Classes Act, 1890, in each case. The usual periods are 60 years in respect of substantial buildings and 80 years in respect of land purchase.

It is clearly desirable that the Presidents of the Local Government Board and of the Board of Agriculture and Fisheries should be in possession at the earliest practicable date of full information as to districts in which further housing for the working classes is required and in which, in the opinion of the local authority, unemployment exists or is likely to arise which the undertaking of building operations might prevent or mitigate. It is also necessary that they should know how far in every such case the local authority will be able and willing to submit schemes for housing the working classes forthwith and to undertake the execution of these schemes within a short period. It is not essential that the unemployment or likelihood of unemployment should exist in the precise area in which housing accommodation is required provided that the area in which the building is to be undertaken is readily accessible by labour from the district in which the unemployment exists or is anticipated.

The Board already have before them applications for sanction to loans under the Housing of the Working Classes Acts, 1890 to 1909, from many Town Councils and Urban and Rural District Councils in England and Wales, and as regards these, they will be glad to have the views of the Councils as to the existence and extent of unemployment of the nature referred to and within what period the works will be put in hand if loans are sanctioned.

As regards those local authorities who have no such schemes before the Board, there is no doubt some information before the Authorities, both as to the existence or likelihood of unemployment and also as to the need for further housing accommodation for the working classes. Where those two conditions either co-exist, or are likely to co-exist, it would be desirable that an emergency meeting of the Council should be summoned to give immediate consideration to the matter, and that the

Local Government Board should be made acquainted without delay with any proposals which the Council may desire to submit for their information and that of the Board of Agriculture and Fisheries.

Any proposals should state :—

- (1) The number, and roughly the probable cost, of the houses proposed to be erected, and the highest rent which it would be practicable to charge.
In the case of a Rural District, the contributory places in which it is proposed that the houses should be built should be specified.
- (2) The area of the land available and how it has been or can be acquired. Is the freehold to be acquired ; and if not, what length of lease will be secured ?
- (3) Within what period could the scheme be (a) begun, and (b) completed after the date of the receipt of sanction to the necessary loan ?
- (4) How many men would be employed on the work and for what period ?

In the case of any scheme which has been prepared, but not yet submitted to the Board, any plans illustrating it which may be available should be forwarded with the above particulars.

If the Council consider that there is no scope for building operations under the Act of 1914, the Board would be glad if you will so inform them.

The Boards are also in communication with some of the principal public utility societies who undertake the building of houses for the working classes and who may have facilities for undertaking schemes which could be financed under the Act of 1914.

The amount available for assisting such schemes is not unlimited and must be allocated in districts where the need is greatest. Accordingly, whilst inviting local authorities and societies to submit their proposals as promptly as possible, the Board desire it to be clearly understood that they can give no undertaking that money will be available for financing any particular scheme. They can only promise that very full consideration shall be given to the circumstances of each case in which proposals are promptly submitted.

On receipt of particulars with regard to any possible scheme, it will be decided whether such scheme is to be regarded as appertaining to an agricultural district or not. In the former case the question of making any arrangement under the Act of 1914 will be considered by the Board of Agriculture and Fisheries ; in the latter by the Local Government Board. Failing early action by the Council the Boards will be prepared, in accordance with the provisions of the Act, to consider the question of making arrangements with an authorised society. Failing either of these methods and provided that dwelling accommodation cannot be otherwise satisfactorily provided, the Board of Agriculture and Fisheries may themselves build houses. In such cases the rent to be charged must be an economic one, that is to say, it must be sufficient to cover all outgoings, including the charges for maintenance of the property and loan charges, except the charge for repayment of loan in respect of land purchase.

I am, Sir,

Your obedient Servant,

H. C. MONRO,

Secretary.

The Town Clerk.

The Clerk to the Urban District Council.

The Clerk to the Rural District Council.

APPENDIX 9.

OFFICERS OF LOCAL AUTHORITIES ON NAVAL OR MILITARY SERVICE.

The Local Government Board have prepared the following Memorandum for the information and guidance of Local Authorities (including Poor Law Authorities).

On the 6th instant the President stated, in reply to a Question in the House of Commons, as follows :—

“ I am advised that it is competent to any local authority to grant leave of absence to persons in their employment who have been called out for active service as members of the Army Reserve or Territorial Forces, and to make reasonable payment in respect of their wages or salaries to persons authorised by them to receive the money.”

The Board think that Local Authorities may properly grant leave of absence to officers in their employ who are already in His Majesty's forces, or who join them with their permission, and may properly make such allowances in respect of salary as they think reasonable in the particular circumstances.

The Board further consider that Local Authorities may properly pay temporary substitutes for officers who are summoned or volunteer with their permission for Naval or Military Service.

The Treasury Regulations and Instructions of the 11th and 20th August, 1914, dealing with the case of Civil Servants on Naval or Military Service, provide for the payment to them or to their representatives during their absence from Civil duty of their full Civil Pay less a deduction on account of Navy or Army Pay and allowances. For all ranks below Commissioned Officer this deduction will be at the rate of seven shillings a week, together with the actual amount of any Army separation allowance paid to the family of a married man. As regards a Commissioned Officer the deduction will be equal to his active service pay (allowances being neglected). The Civil Posts of these officers and men will not be permanently filled during their absence on Naval or Military Service, and that service will count for Civil Pension and for increments of Civil Salary.

LOCAL GOVERNMENT BOARD,

21st August, 1914.

APPENDIX 10.

Local Government Board, Whitehall, S.W.,

August 10, 1914.

Sir,

I AM directed by the Local Government Board to inform you that the Government have constituted a Committee, of which the President is acting as Chairman, to advise on the measures necessary to deal with any distress that may arise in consequence of the war.

In the opinion of the Cabinet Committee it is desirable that there should be formed throughout the country representative local Committees in each Borough and Urban District whose population exceeds 20,000 and in each County exclusive of those areas, whose function it will be to consider the needs of the localities and co-ordinate the distribution of such relief as may be required.

The Local Government Board have issued a Circular Letter to the Lord Mayors, Mayors, and Chairmen of Councils inviting them to take immediate steps to establish such Committees of which they will act as the Chairmen. The Committee will comprise representatives of the local authorities, including the Boards of Guardians, of the Distress Committee, if any, of the Trade Unions, and of philanthropic organisations, such as the Soldiers' and Sailors' Families Association. In many of the larger towns and in county areas it will probably be found desirable to work through subsidiary local Committees.

As you are aware, the Prince of Wales has inaugurated a National Relief Fund, and it is intended that the local distribution of the sums thus made available shall be entrusted to the Committees.

In the event of distress becoming acute, the Committees will be regarded as responsible for the co-ordination of all relief agencies in the locality, whether official or voluntary. It is, however, intended that the Guardians should continue to deal with all persons who have been in the habit of relying on poor law relief, and that such persons should not receive assistance from the Committees, and should be discouraged from applying for such assistance.

It is clearly therefore of great importance, with a view to enabling the Committees to discriminate readily between the applicants for aid and in order to prevent overlapping, that there should be close co-operation between them and the Poor Law authorities; and the Local Government Board are confident that they can rely on the cordial assistance of the Boards of Guardians and their officers in this national scheme.

The Board feel sure that Guardians throughout the country will recognise the necessity of resuming their ordinary meetings if, as is in some Unions the practice, they have been suspended at this time of the year.

The first obvious means by which the Guardians can assist the Committees is by supplying them with lists of all persons who are now in receipt of outdoor relief. The Board have suggested to the Committees that registers should be kept by them of all recipients of assistance from the National Fund, and that the most convenient method of recording this information is by means of a card index system, such as is already used by a large number of Boards of Guardians; and they hope that the Guardians will make arrangements for supplying each Committee promptly with the names of persons receiving out relief who are resident in the

Committee's area. In some towns registers of all persons receiving any form of poor law or charitable aid are already in existence and will no doubt be placed at the disposal of the Committees. The Board feel that they can leave it to the Boards of Guardians, after consultation with the Committees, to make whatever arrangements are best suited to effect the purpose in view.

I am,

Sir,

Your obedient Servant,

H. C. MONRO,

Secretary.

The Clerk to the Guardians.

APPENDIX 11.*Board of Education, Whitehall, London, S.W.**15th August, 1914.***MEMORANDUM ON METHODS OF PROVIDING MEALS FOR CHILDREN
IN CONNECTION WITH PUBLIC ELEMENTARY SCHOOLS AND ON
DIETARIES SUITABLE FOR THE PRESENT CIRCUMSTANCES.**

1. It is unnecessary to emphasise the importance of securing that, in case of necessity, systematic, effective and economical provision shall be made for supplying school meals for children who are suffering from lack of food. It is, of course, impossible at present to forecast the date at which urgent need may arise for such provision or the duration of such need, and it is not suggested that exceptional measures should be taken at present; but the Board have already, in Circular 854 which was issued on the 7th August, pointed out the desirability of preparing and establishing an organisation at once which will be capable of dealing promptly with any emergency that arises.

2. In drafting the present Memorandum, the Board have taken steps to obtain the skilled and practical advice of those who are accustomed to deal with these problems. They recognise, however, that in a considerable number of areas an excellent and effective organisation already exists which is suitable to local circumstances in normal times, but even in such areas some of the suggestions made in this Memorandum may be found useful at the present time.

3. The Board have emphasised the national importance of carrying on the public educational system of the Country with as great regularity as possible. In areas where exceptional stress exists, the functions and usefulness of the schools may be greatly prejudiced, unless advantage is taken by Local Education Authorities of the powers conferred on them by the Education (Provision of Meals) Acts of 1906 and 1914. The wise exercise of the Authority's powers to feed the children will not only have a direct effect in maintaining the efficiency of the public Educational system but will also have the social effect, which is none the less important because it is indirect, of relieving in a large measure the chief anxiety of parents who are unable to provide proper nourishment for their children.

4. As has already been pointed out, the Local Education Authorities are now competent to take such steps as they think fit for the provision of meals for children in attendance at any Public Elementary School in their area, and, in addition to any assistance which they may obtain through voluntary contributions or voluntary services, may :—

(i) incur expenditure out of the rates in furnishing such land, buildings, furniture and apparatus and such officers and servants as may be necessary for the organisation, preparation, and service of such meals;

(ii) defray out of the rates the cost of food furnished in meals, subject only to the condition, laid down in the Act of 1906, that they shall first resolve that there are children attending an Elementary School within their area who are unable by reason of lack of food to take full advantage of the education provided for them, and that they have ascertained that funds other than public funds are not available or are insufficient in amount to defray the cost of food furnished in meals under the Act. There is now no statutory limit on the amount which an Authority can expend under the Acts. They are, moreover, expressly authorised to provide meals during the holidays and on other days when a school is not open.

5. The present Memorandum is intended for the use not only of Local Education Authorities but also of Canteen Committees (whether they are Central Committees, District Committees, or strictly Local and Parochial Committees) School Managers, Care Committees, and other persons who are associated in the work. It deals not only with questions of Finance and organisation, but also, and in considerable detail, with a number of practical points which require consideration by all those

concerned with the organisation of the feeding of large numbers of children. It is obvious that the same arrangements will not be suitable in scattered rural districts or in the smaller urban areas as are appropriate or necessary in the large urban areas. Similar problems, however, of the effective organisation and supply of meals arise in the case of most areas, and the Board have thought it desirable to offer the following suggestions, which embody the results of their own experience and of the experience of those Local Education Authorities who up to the present have undertaken work on a large scale under the Acts.

FINANCE.

6. Subject to Regulations which have already been issued, Local Education Authorities can obtain assistance in the form of Grants from the Board of Education in respect of children who are in attendance at Public Elementary Schools, and it is intended that Grants should be made under those Regulations up to 50 per cent. of the expenditure actually incurred out of the rates.

7. It is possible, however, that in certain areas when acute distress arises there may be need for providing meals for children who are not yet enrolled on the books of a Public Elementary School and possibly for children who have already left school. In some areas children under five years of age are not usually admitted to Public Elementary Schools, and it is obviously undesirable on general grounds that the provision of meals for children of these ages who need them should depend on the more or less accidental circumstance of their admission to the register of a Public Elementary School. On educational grounds it is not desirable that large numbers of children below the age of five years, or of children who have already left school, should be suddenly entered on the registers of Public Elementary Schools in order that they may obtain the advantage of the meals provided under the Acts of 1906 and 1914.

On the other hand, the most effective and economical means of relieving distress among children who are not on the books of a Public Elementary School will be by utilising the organisation and machinery established for children who are attending such schools; and, so far as the Board of Education are concerned, they will encourage such an arrangement if the Local Committee for the prevention and relief of distress desires that it should be made. For the purposes of the Board's Grants under the Provision of Meals Regulations, and also for the purposes of expenditure by a Local Education Authority out of the rates, it will of course be necessary to distinguish between expenditure incurred in respect of children who are attending the Public Elementary Schools and those who are not so attending. A very simple procedure will suffice for this purpose, and any teacher whose services are available will have no difficulty in seeing that it is carried out. It will probably be found convenient to supply special tickets for meals to children who are not on the school register. The total number of children fed at each meal should be recorded, and, if special tickets are used, the number of these should be counted or some other means used of recording the number of children fed who are not on the school register. The results should be summarised weekly, and at the end of a given period the total net cost may be apportioned (deducting payments made by parents) between the two classes of children—namely those who are and those who are not on the school register—in proportion to their respective numbers. If the records are properly kept and the apportionment is carefully made, the Board will be enabled to pay Grants in aid of the expenditure out of the rates incurred on feeding school children without troubling the Local Education Authorities with detailed inquiries and correspondence. By the exercise of some care at the beginning of extended operations for the provision of meals, considerable confusion and difficulty at a later stage may be avoided.

8. So far as the cost of the provision of meals is incurred in respect of children not on the register of a Public Elementary School, or is not covered by money raised out of the rates or by the Board's Grants, it will clearly be necessary to supplement the available funds by voluntary contributions. The collection of voluntary contributions for this purpose should primarily be undertaken by the Local Committees for the prevention and relief of distress (representing Counties, County Boroughs, Boroughs and Urban Districts) which are being established to deal systematically and comprehensively with all problems of distress in these areas. In the first instance application should be made to these Committees for any funds required to supplement the funds at the disposal of Local Education Authorities

or Canteen Committees. The Board assume that every opportunity will be taken by Local Education Authorities and other persons interested in this particular branch of the public service to keep in touch with these Committees for the purpose of avoiding as far as possible waste of money, effort, and personal service.

These Committees can also render useful service by recording offers of personal assistance and assigning voluntary helpers to the work for which they are most suitable and the places in which they are most wanted.

The Local Committees for the prevention and relief of distress will, it is understood, stand in direct relation to the Central Advisory Committee established by the Cabinet at the Offices of the Local Government Board, of which Committee Mr. Herbert Samuel is Chairman.

9. It is very desirable that the Board of Education should be in a position to keep the Central Advisory Committee informed as to the scope of the operations undertaken for the provision of meals for children in every part of the Country, and as to the probable expansion of those operations and the local resources available to defray the expenditure. The Board have been requested by the Advisory Committee to act as an agency for collecting and summarising this information, and for this purpose I am to express the hope that Local Education Authorities will, if possible, make a regular weekly Return of the particulars indicated on Form 207M, a copy of which is enclosed.* Additional copies of this Form will be supplied in due course, and, if it is desired, the Board will supply Forms on which a daily record of meals provided at each school or feeding centre can be kept.

LOCAL ORGANISATION.

10. The organisation of the provision of children's meals generally in the area of the Local Education Authority should be in the hands of a Central School Canteen Committee which, if not already in existence, should be appointed by the Local Education Authority and should include members or representatives of the Authority and of the Local Relief Committee. The Canteen Committee should avail themselves of the assistance of the School Medical Officer, and it is very desirable that provision should be made for the adequate representation of voluntary workers. This Central School Canteen Committee should keep in close touch with the Relief Committee constituted for the area.

11. In large County areas it will probably be found convenient to establish not only a Central School Canteen Committee, but also District School Canteen Committees under whose guidance the actual work of providing the meals would be performed by local or parochial Canteen Committees, Care Committees, or bodies of School Managers.

In very large urban areas District School Canteen Committees may also be required, whereas in smaller urban areas the Central School Canteen Committee would work in direct relation to the managers of the schools or other persons responsible for the organisation of the feeding centres.

12. It is extremely desirable that the school teachers should be closely associated with the organisation and work of providing meals. The Board have not the slightest doubt that wherever an emergency exists the teachers will be found most ready to make considerable sacrifice of their time, convenience, and energy in the cause of the children. It must be remembered, however, that Section 6 of the Act of 1906 expressly provides that assistance in this work shall not be required as a duty from any teacher employed or seeking employment in a Public Elementary School. Use should also be made of school nurses, school attendance officers and other persons whose knowledge of the circumstances of the children or special experience enables them to be of service. While it is important that the work should be administered as efficiently and economically as possible, it is also essential that it should proceed with a minimum of official restriction and that every facility should be given by the Local Education Authority and the Central School Canteen Committee for the prompt establishment and smooth carrying on of the feeding centres by the Local Committees.

SUBSIDIARY AGENCIES.

13. It is possible that in some areas it may be found convenient to supplement the regular organisation for providing school meals by utilising the services of subsidiary agencies, especially those which are concerned with promoting the health and

* Not reprinted.

welfare of infants and very young children. Arrangements can in some cases be made for providing meals for very young children in connection with Invalid Kitchens, Dining Rooms for Mothers, Schools for Mothers, Crèches, Day Nurseries, Nursery Schools, etc., more conveniently than in Public Elementary Schools or ordinary feeding centres. In some form or other the nucleus of the necessary machinery already exists in some of these Institutions. For example, those which provide meals for nursing and expectant mothers could often also provide food for children under three years of age brought by their mothers. This is in fact done in the ordinary way in some cases. Again, many such Institutions already make arrangements for the supply of milk, modified milk, or cod-liver oil to such infants and little children as require it. The establishment or extension of such branches of work could no doubt be arranged without much difficulty as many voluntary workers will certainly come forward.

The provision of meals by these institutions for children under school-age cannot be directly aided by Local Education Authorities, but it is obviously most desirable that all the arrangements for providing meals for children in a given area should be as far as possible organised as part of a single system and that all the available energy and resources should be thoroughly co-ordinated, so that the Local Committee for the Prevention and Relief of Distress, the Local Education Authority, and all subsidiary agencies, may co-operate to secure efficiency and economy.

14. It has been thought convenient to bring together in an Appendix* a number of suggestions on practical details of administration and domestic management. The Board are aware that these suggestions are not exhaustive, and it is of course intended that they should be applied with considerable modifications to suit local circumstances.

It is hoped that Local Education Authorities will make free use of the services of the Board's Officers, including H.M. Inspectors and the Officers of the Medical Department, if occasion arises.

L. A. SELBY-BIGGE.

15th August, 1914.

* Not reprinted.

APPENDIX 12.

PRINCIPLES OF DISTRIBUTION OF NATIONAL RELIEF FUND.

The object of the National Relief Fund is to prevent and relieve distress arising in consequence of the War among the dependants of men on active service and among the industrial population. It is the intention of the Committee to spend the money subscribed in connection with distress caused by the War, and not to capitalize any part of it.

In relieving distress among the civil population, the Executive Committee will act on the initiative of the Government Committee for the Prevention and Relief of Distress, and through their Local Representative Committees who must, therefore, make their applications to the above Committee at the Local Government Board.

The allocation of the Fund, and the determination of the relative needs of the different areas, will be made by the Government Committee.

As regards the civil side, and in order to prevent overlapping, assurances will be asked for that the Local Representative Committee is acting in co-operation with the local Soldiers' and Sailors' Families Association or the Patriotic Fund, and has compiled for its area a common register of assistance for civil and military cases.

On the civilian side the Prince of Wales's Fund acts solely through the agency of the Government Committee, which, therefore, as a condition of each grant, must guarantee to the Executive Committee the personnel and the efficiency of the local committees.

The distribution of assistance to the dependants of soldiers and sailors will be undertaken by the Fund through the agency of the Soldiers and Sailors' Families Association, where it is in effective existence, and elsewhere through the agency of the local representative committee.

The Executive Committee of the Prince of Wales's Fund are keenly alive to the necessity of providing immediately for the needs of soldiers' and sailors' dependants. Subject to this they will require assurances as to the effectiveness of the Soldiers' and Sailors' Families Association organisation, and that its local representatives are supplying to the local representative committee the information necessary for the compilation of the common register of assistance for that area.

Where there is no effective organisation of the Soldiers' and Sailors' Families Association the work of distribution must be left to the local representative committee, who will be responsible for it to the Prince of Wales's Fund.

Any assistance to the widows of men killed and their dependants given through the agency of the Patriotic Fund as a central organisation will be given on condition that they supply to the Executive Committee of the Fund the names of beneficiaries, so that these names may be duly circulated for entry on the local register of assistance to which they properly belong.

It is not intended that the Fund should draw from the subscriptions properly due to other public charities.

Money collected through the Queen's Collecting Committee for the special purpose of financing schemes of employment for women will be received by the Prince's Fund, and will be spent on schemes devised by the Central Committee on Women's Employment approved by the Government Committee and co-ordinated with the general work of the Local Committees.

LOCAL FUNDS ADMINISTERED IN CO-OPERATION WITH THE NATIONAL RELIEF FUND.

The Committee of the National Relief Fund have had numerous representations with regard to their attitude towards local funds raised in connection with war distress but not paid into the National Relief Fund.

They have given further very careful consideration to this subject and desire to make the following statement with regard to their present attitude to such funds.

They recognise that every locality has a right to start a local fund. At the same time, they are most anxious (a) that the localities where there is less distress should assist those whose need is greater, and this can only be done through contributions to the Central Fund; and (b) that there should be harmony of principle in distribution so as to avoid overlapping and unnecessary differences of scale.

The Committee hope, therefore, that any local funds will be administered through

the Local Representative Committee and upon the same principles as moneys supplied to those Committees from the National Relief Fund; and they hope that any amount beyond what is required to deal on those principles with war distress in the locality will be forwarded to the National Relief Fund.

Local Funds if administered in this way through the Local Representative Committees may be described as being "Funds administered in co-operation with the Prince of Wales's Fund." Before any particular Fund is so described the consent of the Committee of the National Relief Fund must first be obtained.

The existence and amount of any local funds will, of course, be taken into account by the Government Committee on the Prevention and Relief of Distress in determining the amount to be allotted from the National Relief Fund to the various local representative committees.

This memorandum only applies to funds which are raised as local funds. Money collected for the Prince of Wales's Fund should, of course, be forwarded to Buckingham Palace.

It must be made clear that H.R.H. The Prince of Wales has now delegated responsibility for the administration of the National Relief Fund to the Executive Committee; and that similarly the responsibility for administering local funds rests upon the local committees, subject to the principles stated above, and not upon His Royal Highness.

APPENDIX 13.

P.R.D. 10.

MEMORANDUM FOR THE GUIDANCE OF THE LOCAL COMMITTEES
FOR THE PREVENTION AND RELIEF OF DISTRESS.

1. The ordinary channel for affording assistance to the families of sailors and soldiers, including Reservists and Territorials, is the local branch of the Soldiers' and Sailors' Families Association, the head office of which is at 23, Queen Anne's Gate, Westminster, London, S.W.

2. In those Committee areas in which no effective branch of the Soldiers' and Sailors' Families Association exists at present, the Local Representative Committee will deal with naval and military cases, until it is notified that a branch of the Association has been established.

3. In those areas in which the Soldiers' and Sailors' Families Association has effective branches, they will be provided with funds from the head office of the Association. Grants which have been made to the Local Committee from the National Relief Fund direct are not to be drawn upon by the local branches of the Soldiers' and Sailors' Families Association. In certain areas, however, independent local funds have been established, which are administered by the Local Committee in co-operation with the National Relief Fund. In areas in which independent funds exist, the local branches of the Soldiers' and Sailors' Families Association will draw upon the local funds and will not receive simultaneous grants from the head office of the Association.

4. Each branch of the Soldiers' and Sailors' Families Association is required to keep a register of all cases dealt with on the appropriate cards, "A" for wives and "B" for dependants, specimens of which are attached. The names of all persons who receive assistance from the Association will be notified to the Local Committee on the card "C" (specimen attached):

5. In those areas in which there is no effective branch of the Soldiers' and Sailors' Families Association the Local Committee will keep its own records of naval and military cases. These records should also be kept on cards A and B. If the naval and military cases are subsequently transferred to the Soldiers' and Sailors' Families Association, the Committee will hand over the A and B cards after filling up the corresponding C cards for retention in its own register.

6. The Committee will also receive C cards in respect of dependants of men killed on service who receive assistance from the Royal Patriotic Fund, 17, Waterloo Place, London, S.W. These cards will be forwarded from the head office of the National Relief Fund, and not by a local representative of the Royal Patriotic Fund.

7. On questions of principle relating to **naval and military** distress, the Local Committees will continue to communicate direct with the Secretary, National Relief Fund, 3, Queen Anne's Gate, Westminster, London, S.W.

8. The Executive Committee of the National Relief Fund will only make grants in relief of distress among the civil population on the recommendation of the Government Committee on the Prevention and Relief of Distress. Application for grants for the relief of **civil** distress must be addressed to the Government Committee at the offices of the Local Government Board, and must be made on the approved form which may be obtained from the Secretary to the Government Committee. Applications must **not** be addressed to the Secretary of the National Relief Fund.

9. Where a local fund has been established, the amount expended out of such fund on the relief of civil as well as naval and military cases, whether directly or through the Soldiers' and Sailors' Families Association, will be taken into account in considering any application for a grant from the National Relief Fund, and full particulars of any such expenditure will be required in connection with any application for a grant from the National Relief Fund.

LOCAL GOVERNMENT BOARD,
1st September, 1914.

APPENDIX 14.

P.R.D. 8.

*Local Government Board, Whitehall, S.W.,
August 21, 1914.*

Sir,

I AM directed by the Local Government Board to refer to their circular letter of the 19th instant with reference to the assistance available for the wives and other relatives of soldiers and sailors (including territorials).

The President is anxious to have immediate information as to the number of cases of persons, believed to be dependents of men who have joined the Colours, who have received Poor Law relief since the outbreak of the war and were not previously in receipt of such relief. He would also be glad to be informed as to the total amount of relief granted to such persons in your Union up to the present. If in any of these cases the fact that the applicants are dependent on soldiers or sailors has been verified, this should be stated; but it is not desirable that your reply should be delayed for the purpose of obtaining fresh information which is not now available.

The President will be glad if you will send a reply by return of post.

I am,
Sir,
Your obedient Servant,
H. C. MONRO,
Secretary.

The Clerk to the Guardians.

P.R.D. 9.*Circular.**Boards of Guardians.*

*Local Government Board,
Whitehall, S.W.,
29th August, 1914.*

Sir,

I AM directed by the Local Government Board to refer to their circular letter of the 21st instant with reference to the Poor Law relief granted since the outbreak of the war to dependants of soldiers and sailors (including territorials) who were not previously in receipt of such relief, and I am to inform you that it has been decided that the cost of such relief shall be repaid to the Guardians out of the National Relief Fund.

I am therefore to request that the Guardians will supplement the information sent in reply to the Board's circular letter of the 21st instant by a statement, which should be verified by yourself, after reference to the Army or Navy Paymasters or the Secretaries of the Territorial Associations, as the case may be, showing the total cost of all the relief afforded to the persons indicated in consequence of applications granted in your Union or Parish between the 2nd and 29th of this month.

I am further directed to state that, when the repayment of the relief granted has been made, this should be credited to the proper accounts, the names of the recipients and all entries identifying them in any way with the receipt of Poor Law relief should be erased from the records kept by the Guardians, and a statement in the Form below should be immediately forwarded to the recipients of such relief.

I am,
Sir,
Your obedient Servant,
H. C. MONRO,
Secretary.

The Clerk to the Guardians.

THE Guardians of the
Union direct me to inform you that the relief granted to you on
the * has been repaid to the
Guardians from the Prince of Wales's National Relief Fund.
Such relief will therefore not be treated as Poor Law relief, and
all entries showing that you have received Poor Law relief will be
struck out of the records of the Guardians. You may regard
yourself, therefore, as having received this assistance from the
Prince of Wales's Fund and not from the Poor Law.

Clerk to the Guardians.

Dated this day of , 1914.

* Here insert date or dates on which relief was granted.

APPENDIX 15.

NATIONAL RELIEF FUND.

APPLICATION BY LOCAL REPRESENTATIVE COMMITTEE FOR A
GRANT FROM THE FUND.

Area for which Committee act

Population

Approximate number of wage earners

1. Number of individual applicants registered by the Committee up to date, omitting (a) persons dealt with by Soldiers' and Sailors' Families Association; (b) persons referred for relief to the Guardians, but including persons provided for as shown in 3 and 4 below

<p>1. Number of individual applicants registered by the Committee up to date, omitting (a) persons dealt with by Soldiers' and Sailors' Families Association; (b) persons referred for relief to the Guardians, but including persons provided for as shown in 3 and 4 below</p>	<p>} Men Women Children</p>
---	---

2. What public works other than relief works are being carried out, and what number of men from the area of the Committee are being employed on these works?

If any works are in contemplation, or if application has been made by the Committee for a grant in respect of any works through the Road Board, the Development Commission, or the Local Government Board, state particulars

3. Number of applicants provided with work
for wages—

(a.) Ordinary work

(b.) Relief work (stating whether pro-
vided through Distress Committee
or otherwise) }

4. Number who have received or are receiving
assistance otherwise than by wages for
work }

5. Special reason for distress owing to local
condition of trade and industry, specifying
trades or manufactures, and approximate
number of persons (men, women, and
children) displaced in each }

6. The number of children being fed by the
Local Education Authority }

7. Particulars of local funds (if any) available
for relief of distress in the district, *e.g.*,
their present financial position, how they
are being used, and the extent to which
they have been used for the relief of dis-
tress arising out of the war
(All funds raised in connection with the
war, excluding funds sent to the National
Relief Fund, should be mentioned, and
any other available funds of importance.
Funds intended for the relief of dependants
of Soldiers and Sailors should be separately
specified) }

8. Have the Committee a complete Register of Assistance?

9. Do the Committee propose to attach any special conditions to the grant of relief? *e.g.*: (a) What, if any, requirements are made as to registration at the Labour Exchanges? (b) Do the Committee propose to give relief to single men who are physically fit and within the prescribed ages for enlistment? (c) What rules are made in regard to assistance to persons not ordinarily resident in the Committee's area?

10. What scale and methods of relief are proposed?

11. Do the Committee undertake to limit their operations so far as practicable to the relief of distress due to the war?

12. What machinery is employed for the investigation of applications for assistance?

13.*Are the Committee giving relief to
dependants of Soldiers and Sailors? If in
some districts only, in what districts? ... }

If the Committee are giving assistance,
are *full* particulars being kept in the
Register? If the Soldiers' and Sailors'
Families Association are dealing with
these cases, are the Committee receiving
information of the *names and addresses* and
guarding against overlapping? ... }

14. Amount of grant applied for

Signature of Secretary to Committee.....

Date

* NOTE.—The Soldiers' and Sailors' Families Association will be responsible for giving assistance to soldiers' and sailors' dependants (including Reservists and Territorials) in all areas in which they have branches able to undertake the work. The Committee's only responsibility in those areas is to guard against dealing with those cases themselves.

NATIONAL RELIEF FUND.

APPLICATION BY LOCAL REPRESENTATIVE COMMITTEE FOR A GRANT FROM THE FUND.

Area for which Committee act.....

Population

Approximate number of wage earners

1. Number of individual applicants registered by the Committee up to date, omitting (a) persons dealt with by Soldiers' and Sailors' Families Association; (b) persons referred for relief to the Guardians, but including persons provided for as shown in 3 and 4 below	}	Men..... Women
... ..		Children

2. Number of applicants provided with work for wages—

(a) Ordinary work
(b) Relief work (stating whether provided through Distress Committee or otherwise)	}

3. Number who have received or are receiving assistance otherwise than by wages for work }

4. The number of children being fed by the Local Education Authority ... }

5. Any important changes in conditions affecting distress or unemployment in the area since date of last application ... }

6. Amount of moneys already advanced from the National Relief Fund ... }

7. Amount spent—(a) in cash

(b) in kind

8. Amount now applied for

Signature of Secretary to Committee.....

Date.....

APPENDIX 16.

P.R.D. 12.

Circular.Chairmen of Committees.GOVERNMENT COMMITTEE ON THE PREVENTION AND RELIEF
OF DISTRESS.

*Local Government Board,
Whitehall, S.W.,
5th September, 1914.*

Sir,

I AM desired by the Government Committee on the Prevention and Relief of Distress to state, for the information of the Local Representative Committee, that they have found it desirable, with a view to establishing a closer relation between the Local Committees and themselves, to employ the services of Inspectors, each of whom will act as an intermediary between them and a limited number of Local Committees.

For this purpose they have selected experienced officers of the Local Government Board, the Board of Education and the National Health Insurance Commission. The name of the Inspector whose services will be available to your Committee is appended to this letter, and he will be instructed to put himself at once in communication with you.

The duties of the Inspectors will be :—

- (a.) To advise as to the policy, and to help to secure uniformity in the administration of, the Local Committees, in accordance with the principles laid down by the Government Committee.
- (b.) To attend meetings of the Committees for the purpose of conveying to the members suggestions made by the Government Committee or the Local Government Board, and, if desired, explaining or elaborating points in circulars, and generally advising them as to their procedure.
- (c.) When desired, to assist the Committees and their officials in organising their work.
- (d.) To report to the Government Committee generally as to the methods adopted throughout the country for the prevention and relief of distress.

The Government Committee are confident that the services which the Inspectors will be able to render will be of the greatest value, and they hope that the Local Committees will avail themselves to the utmost of the assistance and advice which the Inspectors will be able to offer them.

I am, Sir,

Your obedient Servant,

A. V. SYMONDS,

Secretary to the Government Committee.

The Chairman of the County Council,

The Lord Mayor,

The Mayor,

or

The Chairman of the Urban District Council.

NAME OF INSPECTOR :

UNIVERSITY OF CALIFORNIA LIBRARY
BERKELEY

**THIS BOOK IS DUE ON THE LAST DATE
STAMPED BELOW**

Books not returned on time are subject to a fine of 50c per volume after the third day overdue, increasing to \$1.00 per volume after the sixth day. Books not in demand may be renewed if application is made before expiration of loan period.

JUN 25 1917

APR 20 1927

MAR 29 2006

50m-7,'16

DC38
306733 G7A3

Great Brit

UNIVERSITY OF CALIFORNIA LIBRARY

